State of California

P.O. BOX 807 · SACRAMENTO, 95804 · · · 1100 K STREET BUILDING, SACRAMENTO, 95814

Technical Assistance · · Administration · · Executive/Legal · · · Enforcement · · · Statements of Economic Interest (916) 322-5662 322-5660 322-5901 322-6441 322-6444

March 27, 1985

Ronald J. Einboden Oliver, Stoever & Laskin 1000 Sunset Boulevard Los Angeles, CA 90012

Re: A-85-072

Dear Mr. Einboden:

Your letter requesting advice under the Political Reform Act has been referred to Robert Leidigh, an attorney in the Legal Division of the Fair Political Practices Commission. If you have any questions about your advice request, you may contact this attorney directly at (916) 322-5901.

We try to answer all advice requests promptly. Therefore, unless your request poses particularly complex legal questions, or unless more information is needed to answer your request, you should expect a response within 21 working days.

Very truly yours,

Barbara A. Milman
General Counsel

BAM:plh

April 26, 1985

Ronald J. Einboden
City Attorney
City of South Pasadena
c/o Oliver, Stoever & Laskin
1000 Sunset Boulevard
Los Angeles, CA 90012

Re: Your Request for Advice Our No. A-85-072

Dear Mr. Einboden:

You have written requesting advice on behalf of South Pasadena City Councilman David L. Margrave. Your request stems from the following facts.

FACTS

- 1. Mr. Margrave became a councilmember in 1982.
- 2. Mr. Margrave and his wife are the sole owners of the stock of Morrow & Holman Plumbing, Inc., and became the owners of said corporation in approximately December of 1976.
- 3. The City of South Pasadena has been obtaining plumbing services and supplies from Morrow & Holman Plumbing for more than 50 years.
- 4. Morrow & Holman Plumbing continually furnished plumbing services and supplies to the City of South Pasadena, on a periodic or on an as required basis, since Mr. Margrave became the owner.
- 5. Plumbing services and supplies are purchased by the City of South Pasadena in accordance with its Resolution No. 5470, Purchasing Rules and Regulations, which resolution was adopted by Ordinance No. 1779. Copies of these documents are attached.

Ronald J. Einboden April 26, 1985 Page 2

- 6. Typically, purchases of services and supplies are made by City Staff members from known, available sources or, depending upon the dollar value, bids are obtained.
- Neither Mr. Margrave nor the City Council is involved in the actual negotiation of these purchases.
- 8. If and when periodic purchases for supplies and services are made, the payment for these supplies and services is made by City warrant. Prior to payment of any City warrant, the Director of Finance submits to the City Council all warrants for a particular period of time. Typically, the City Council then votes, as a consent item, to approve the warrants unless one or more of the warrants are removed for special consideration by the City Council.
- 9. With respect to the dollar limits contained in Government Code Section 87103, it can be assumed that Mr. Margrave has a direct or indirect investment in the corporation worth more than \$1,000 and that the corporation is a source of income to him in excess of \$250 per year and that he is a director, officer and holds a position of management in the corporation.

QUESTION

The issue currently concerning Mr. Margrave and the City Council involves a number of his corporation's invoices totaling \$1,386.76 and whether or not the Council, including Mr. Margrave, may vote to approve the payment of city warrants for these invoices.

ANALYSIS

The Political Reform Act^{1} provides that a public official shall not make, participate in making, or use his

½/ Government Code Sections 81000-91015. All statutory references are to the Government Code unless otherwise specified. As stated previously, the FPPC does not provide advice with respect to the possible application of Section 1090, et seq. You understand this fact.

Ronald J. Einboden April 26, 1985 Page 3

official position to influence a governmental decision in which he or she has a financial interest, as defined. Section 87100. An official has a financial interest in a decision if the reasonably foreseeable effect of that decision upon one of the official's economic interests will be both "material" and distinguishable from the effect on the public generally.

One of the economic interests to which the prohibition applies is: any business entity in which the official has an investment of \$1,000 or more. Another economic interest is: any source of income of \$250 or more during the preceding 12-month period. As stated in your facts, Morrow & Holman Plumbing meets both of these criteria in Mr. Margrave's case.

Consequently, we must look at whether any decisions which he makes or participates in making will have a material financial effect on Morrow & Holman Plumbing. As we understand the facts and the question, Mr. Margrave does not use his position as a City Councilman to influence other city officials to select his plumbing company for city business, nor is he in any way involved in that selection process. His only role is when the City Council votes to pay city warrants for invoices submitted by his company for work performed.

It is clear under the conflict of interest provisions of the Political Reform Act that the other councilmembers are free to participate so long as none of them has any economic interest in Morrow & Holman Plumbing. 2/ The only issue for us to consider is Mr. Margrave's participation.

Given the relatively small size of the decision involved, the amount in question does not meet the current guidelines for materiality (either the existing guidelines under 2 Cal. Adm. Code Section 18702(b) (1) (A) or newly-adopted 2 Cal. Adm. Code Section 18702.2). Given our understanding that Morrow & Holman Plumbing has annual gross revenues of \$1,000,000,3/ the threshold under either regulation's guidelines would be a \$10,000 effect on annualized gross revenues. The decision at hand is only \$1,386.76.

²/ Again, we do not consider any possible application of Section 1090, et seq. See also the enclosed copy of our Advice Letter No. A-82-150, on a similar factual situation.

^{3/} See attached copy of Los Angeles <u>Times</u> newspaper article.

Ronald J. Einboden April 26, 1985 Page 4

However, it should be pointed out that the Commission has noticed another regulation for consideration at its June meeting (to be held in Los Angeles), proposed 2 Cal. Adm. Code Section 18702.1 (copy enclosed), which, if adopted as noticed, could require disqualification where Mr. Margrave's business is the direct subject of the decision (if the decision is not ministerial in nature), without regard to the relative magnitude of the effect. 4 You should follow the progress of this proposed regulation and advise Mr. Margrave accordingly.

If you have any further questions regarding this matter, please do not hesitate to contact me. I may be reached at (916) 322-5901.

Sincerely,

Robert E. Leidigh

Counsel

Legal Division

REL:plh

⁴ The regulation would not affect the ability of the other councilmembers to participate.

LAW OFFICES

OLIVER, STOEVER & LASKIN

THOMAS W. STOEVER A PROFESSIONAL CORPORATION RICHARD LASKIN 1000 SUNSET BOULEVARD WILLIAM B. BARR RONALD J. EINBODEN LOS ANGELES, CALIFORNIA 90012 CHARLES S. VOSE (213) 250-3043 CONNIE COOKE SANDIFER

OF COUNSEL: NORMAN G. OLIVER Air 26 12 18 TH 05

April 18, 1985

Robert E. Leidigh, Counsel Legal Division Fair Political Practices Commission P. O. Box 807 Sacramento, California 95804

Request for Advice - Your No. A-85-072

Dear Mr. Leidigh:

ROBERTA S. KALLAN

Enclosed please find Mr. Margrave's letter of April 17, 1985, with enclosures, in response to your inquiry of April 5, 1985.

The issue currently concerning Mr. Margrave and the City Council involves a number of his corporation's invoices totaling \$1,386.76 and whether or not the Council, including Mr. Margrave, may vote to approve the payment of city warrants for these invoices.

I understand that your Agency does not administer Government Section 1090 et seq. In that the Attorney General will render opinions only at the request of certain specified state and other agencies pursuant to Government Code Section 12519, and neither councilman nor a city attorney is one of those agencies, I will address the issue of Government Code Section 1090 to Mr. Margrave and the City Council.

Please contact me should you require anything further on this matter.

of OLIVER, STOEVER & LASKIN

RJE:jo Enclosures

Councilman David L. Margrave (with enclosures)

> City Manager John J. Bernardi (with enclosures)

Ms. Barbara Milman, General Counsel Fair Political Practices Commission P.O. Box 807 Sacramento, CA 95804

Dear Ms. Milman,

As requested by our City Manager, I have these comments to Mr. Tom Biesek's letter.

1. & 2. Prior to my election in April 1982, the city had been doing business with Morrow & Holman Plumbing almost exclusively as it is located within the city limits. I had purchased Morrow and Holman in 1976. The only other plumbing company located in South Pasadena prior to that time was Roy's Plumbing. In 1977 I had purchased that small company, so in effect Morrow and Holman and Roy's had done, and still do, most all the plumbing work within our community. These repairs consist of primarily small repairs, for example - toilet stoppages, faucet repairs, plugged drains, sewage cleaning, broken backflow devices, rainbird repairs and replacement, drinking fountain repairs, water heater repairs and replacement, etc.

The comparison of bills as sent do not reflect the total truth. Morrow and Holman did work prior to April 1982 and we billed the city for this in April 1982, \$2,000.00, and the bill was paid in May 1982. This amount alters the total amount considerably.

The city has acted frugally since Prop 13. We have reduced our work force considerably. Prior to 1978 levels, repair work had all but ceased and the repairs needed were being ignored for several years. The city had little money to work with. Many repairs, minor in scope, had been done by Morrow & Holman at no charge during this period. Minor repairs that had been accomplished by the city crews are now handled by staff personnel. Whatever that can be farmed out to contract services are being done in order to cut costs. For example, it is far cheaper to pay a plumber 38 dollars per hour for only two or three hours per week than to pay all costs of a city employed plumber for 40 hours per week. Also, the contractors the city uses are nonunion which reduces the cost to the city. No benefits are paid, and 24 hour emergency service is available at no extra cost. Morrow and Holman has 10 experienced journeyman plumbers available to the city on a moments notice. Example, at no extra cost, we respond to any city call within 1 hour upon request. Further, we respond usually within 10 minutes on an emergency basis within the city limits. We do react instantly if the Fire Department calls

us out to help them with floods in homes, basements. This sort of response has existed since 1976 and for 50 years prior to that. In fact, no one knows how long this has been the case.

3. The parcel of land mentioned by Mr. Biesek was, in fact, purchased by First Arroyo Bank. The ownership of the bank is in many hands. Mr. Colliau, a past Planning Commissioner, owns very little of the stock in that corporation. Much more importantly, I voted to sell the land only after requesting that the bank pay more for the land than what had been offered. My vote would not have been the deciding one. It would have gone 4 votes to sell and 1 (my vote) not to, if I had so insisted, for more money. Further, this land had been held by the city for 10 years or more and was a key to progress as to the downtown parking lot, which by the way, is now almost complete. The money we received has been used to upgrade a sadly ignored section of our community, the downtown district.

As to the allegation of a plumbing contract, I dealt with Mr. Frank Novarro, Contractor. I was low bidder on this job. Frank places business before friendship on money deals when working on building projects. I am a contractor and I bid the job above board. Also, I explained to council all my actions prior to doing any work, so as not to hide anything. As to his statement that other private projects have been acted upon unfairly, not so. If they had, Mr. Biesek would have sent you information on them. He would not have left this up to your imagination. I say fiddlesticks to any other projects.

This one really defies belief. Mr. Biesek has squarely accused me of firing a building inspector under no uncertain terms. untrue. As he stated, he was a police officer which made him privy to information in the city. I have enclosed copies of the building permits, items 1 & 2. These show clearly that any statement by Mr. Biesek is untrue. One shows clearly that Julius Selecky, our building inspector at that time, gave final approval on this project. He then retired, 5 months later, from the city. No. 2 clearly shows that Mr. Bill Terrin signed the rough plumbing on January 16, 1984 and also all through the project until final approval on May 22, 1984. A gas line approval was ok'd by Mr. Randall, as an extra, 6 months after the building had been completed. A gas line to a cooktop and air conditioning unit had been added after everything else had The fact is Mr. Biesek does not know the facts as been completed. to city business.

5. Again, anyone can insult and threaten a city councilman, and I agree we must have open debate, yet it is believed that someone said that I get mad if another plumber is called into play on city business. I say, rather, I would certainly appreciate the work, yet since it is less that ½ of 1% of my total yearly gross income, loss of all the city's work would not aggravate me nor the plumbers who live and work in South Pasadena. The work and money my men do for no charge for the city far outweighs the money we make. Example - my men, on a Saturday, installed about 250 feet of 4" sewer line at the ball diamond at no charge at all to the city, plus we did not get one penny worth of advertising. Further, we gave hundreds of feet of galvanized pipe to the Soccer Association free so they could set up a new program.

Also, I personally have never charged for one minute of my time to the city since 1976 and I never will. My professional services to the city in every case, including aiding the much reduced Water Department staff is given freely. I only charge for work my men charge, and that is for only about half the work they do, as my men also live in town. Our town is only 3 square miles and no more.

6. I have served my country as a veteran of the Vietnam War. A volunteer, I am now serving my community as an elected official. I do not claim to be perfect, I have made errors. Yet I do have family and friends that share in my belief that just because you are elected to office by your neighbors that you do not have to stop doing work in your chosen profession. Rather, I believe that there comes a time when you must explain to all that, in fact, you do desire to work in one's community and carry on with what you believe is right.

To close, I believe I save money for the citizens of South Pasadena. I bid low on city jobs. I do the work fast and I only charge for less than half of the calls we actually get. My concern is to make sure my city does not pay any more for prompt, reliable service than is necessary. That's all for now.

Thank you,

David L. Margrave

MORROW & HOLMAN PLUMBING, INC.

PLUMBING . HEATING . AIR CONDITIONING

Sprinklers Water Condition Sewer Cleani

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Dear Customer: We require our servicemen to get your approval of their worksheet upon completion of your job. This protects you and us agginst misunderstandings. Please examine the time and material listed above, and if you find everything satisfactory, indicate approval by your signature in the space provided below. If our service in any way proves unsatisfactory, please call our office immediately. COMPLAINTS MUST BE MADE WITH.

IN FIVE DAYS. Invoices are due and payable upon presentation: a 11/2% per month service charge will be added to past due accounts. We appreciate this opportunity to serve you and invite you to call on us at any time.

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Repairs Remodeling

MORROW & HOLMAN PLUMBING, INC.

Sprinklers
Water Conditioni
Sewer Cleaning

PLUMBING . HEATING . AIR CONDITIONING

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Dear Customer: We require our servicemen to get your approval of their worksheet upon completion of your job. This protects you and us against misunderstandings. Please examine the time and material listed above, and if you find everything satisfactory, indicate exproval by your signature in the space provided below. If our service in any way proves unsatisfactory, please call our office immediately. COMPLAINTS MUST BE MADE WITH-IN FIVE DAYS. Invoices are due and payable upon presentation; a 1½% per month service charge will be added to past due accounts. We appreciate this opportunity to serve you and invite you to call on us at any time.

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Repairs Remodeling

MORROW & HOLMAN PLUMBING, INC.

PLUMBING . HEATING . AIR CONDITIONING

Sprinklers Water Conditio Sewer Cleanin

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Dear Customer: We require our servicemen to get your approval of their worksheet upon completion of your job. This protects you and us against misunderstandings. Please examine the time and material listed above, and if you find everything satisfactory, indicate approval by your signature in the space provided below. If our service in any way proves unsatisfactory, please call our office immediately. COMPLAINTS MUST BE MADE WITH-IN FIVE DAYS. Invoices are due and payable upon presentation; a 11/2% per month service charge will be added to past due accounts. We appreciate this opportunity to serve you and invite you to call on us at any time.

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SOUTH PASADENA OF

1414 Mission Street • South Pasadena • California 91030 • 799-9101 PLANNING & BUILDING DIVISION

PLUMBING PERMIT

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TELEPHON	E 799-9101	
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CONST. HRS. 8 AM - 7 PM ONLY ORD. NO. 1582



CITY OF SOUTH PASADENA 1414 Mission Street • South Pasadena • California 91030 • 799-9101

PLANNING & BUILDING DIVISION

PLUMBING PERMIT

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NOTICE TO APPLICANT. If, after making this Certificate of Exemption you should		TION OF WORK	\$ 9000		
become subject to the Workers' Compensation provisions of the Labor Code, was must forthwith comply with such provisions or this permit shall be desired revoked.	P. C. F	TEE AND	5		
I certify that I have read this application and state that the above information is correct. I agree to comply with all city and county ordinances and state laws	PERMIT	r FEE		• 650	M the
relating to building construction, and hereby authorize representatives of this city to enter upon the above-mentioned property for inspection purposes.	INVEST	IGATION FEE	4378 AUD TOTA	637 1 ===4	84 . *
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WHEN PROPERLY VALIDATED, THIS FORM CONSTITUTES A PERMIT TO DO THE WORK DESCRIBED HEREON.

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NAME SOUTH PASADENA, CITY OF

ADDRESS 1424 Mission St.
CITY South Pasadena 91030

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NAME SO. PASADENA, CITY OF

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NAME SOUTH PASADENA, CITY OF 799-9101

ADDRESS 1414 Mission St.

GITY So. Pasadena, Calif. 91030

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NAME SOUTH PASADENA, CITY OF 799-9101

ADDRESS 1424 Mission St
CITY South Pasadena 91030 | CITY PASADENA | CIT

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Marie Rede

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NAME **ADDRESS** SOUTH PASADENA, CITY OF 1424 Mission St

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MICHAEL B. MONTGOMERY

2460 HUNTINGTON DRIVE SAN MARINO, CALIFORNIA 91108 TELEPHONE (818) 285-9711

April 8, 1985

John Keplinger Executive Director Fair Political Practices Commission 1100 "K" Street Sacramento, California 95814

Dear John:

I know quite a bit about this matter and I would like to discuss it with the staff member assigned, unless of course that would be improper.

Very truly yours,

voure

MICHAEL B. MONTGOMERY

MBM/jl Enclosure

(dictated but not read)

tate of Califorηia

r Political Practices Commission

P.O. BOX 807 · SACRAMENTO, 95804 · · · 1100 K STREET BUILDING, SACRAMENTO, 95814

(916) 322-5662

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chrical Assistance • • Administration • • Executive/Legal • • Enfarcement • • Statements of Ecanomic Interest

April 5, 1985

Ronald J. Einboden City Attorney for South Pasadena Oliver, Stoever & Laskin 1000 Sunset Boulevard Los Angeles, CA 90012

> Re: Your Request for Advice Our No. A-85-072

Dear Mr. Einboden:

I am in receipt of your letter requesting advice on behalf of Mr. Margrave. Because this agency does not administer Section 1090, et seq., of the Government Code, we will be unable to respond to your question with respect to those provisions of the law. That aspect of your inquiry should be addressed to the Attorney General.

Since receipt of your letter on March 25th we received a letter on March 28th from a Mr. Thomas Biesek of South Pasadena. I enclose a copy for your review and comment since it raises certain issues as to the facts underlying the request for advice. I await your response so that I may proceed with the analysis.

Sincerely,

Legal Division

REL:plh Enclosure

cc: Thomas Biesek

Ms. Barbara Milman, General Counsel Fair Political Practices Commission P.O. Box 807 Sacramento, Ca 95804

MAR 28 8 26 AM 85

03/23/85 THOMAS BIESEK 324 Hawthorne South Pasadena 818-799-0202

Dear Ms. Milman; I would like to bring to your attention a few items
that I feel are of concern in a matter currently under review by your office.

Last week South Pasadena City Attorney Ronald J Einboden sent you a "Request for Advise'" Letter. I would like to add some additional information to his letter for your consideration.

- (1) Prior to Councilman Margrave's April 1982 election, the City of South Pasadena did business with a number of plumbing businesses. Since his election that business has almost exclusively been given to Morrow & Holman. [SEE ATTACHED DOLLAR COMPARISON].
- (2) This differs substantiality from a FPPC ruling given to the City of Bishop (FPPC file# A-82-150) in regard to a City Council member who owned a automotive repair shop that was being used both before and after his election on a non-exclusive basis.
- (3) In 1983 Councilman Margrave voted to sell a parcel of City owned land to

Ms. Barbara Milman, General Counsel Fair Political Practices Commission P.O. Box 807 Sacramento, CA 95804

Re: Request for Advise Letter

Dear Ms. Milman:

I am the City Attorney for the City of South Pasadena and would request an Advice letter on behalf of City Councilmenter, David L. Margrave as to wether there would be a conflict of interest pursuant to Government Code Section 87100 et seq. in the event the City of South Pasadena were to continue to purchase plumbing supplies and services from Mr. Margrave's corporation.

The facts are as follows:

- 1. Mr. Margrave became a councilmember in 1982.
- 2. Mr. Margrave and his wife are the sole owners of the stock of Morrow & Holman Plumbing, Inc., and became the owners of said corporation in approximately December of 1976.
- 3. The City of South Pasadena has been obtaining plumbing services and supplies from Morrow & Holman Plumbing for more than 50 years.
- 4. Morrow & Holman Plumbing continually furnished plumbing services and supplies to the City of South Pasadena, on a periodic or on an as required basis, since Mr. Margrave became the owner.
- 5. Plumbing services and supplies are purchased by the City of South Pasadena in accordance with its Resolution No. 5470, Purchasing Rules and Regulations, which resolution was adopted by Ordinance No. 1779. Copies of these documents are attached.
- Typically, purchases of services and supplies are made by City Staff members known, available sources or, depending upon the dollar value, bids are obtained.
- 7. Neither Mr. Margrave nor the City Council is involved in the actual negotiation of these purchases.
- 8. If and when periodic purchases for supplies and services are made, the payment for these supplies and services is made by City warrent. Prior to payment of any City warrent, the Director of Finance submits to the City Council all warrents for a particular period of time. Typically, the City Council then votes, as a consent item, to approve the warrents unless one or more of the warrents are removed for special consideration by the City Council.
- 9. With respect to the dollar limits contained in Government Code Section 87103, it can be assumed that Mr. Margrave has a direct or indirect investment in the corporation worth more than \$1,000 and that the corporation is a source of income to him in excess of \$250 per year and that he is a director, officer and holds a position of management in the corporation.

If you require further facts concerning this request, kindly contact the undersigned. Also, would you confirm whether or not your Advice Letter addresses the provisions of Government Code Section 1090? It would be appreciated if you would furnish your Advise Letter at the earliest possible date.

Very Truly yours,

Ronald J. Einboden City Attorney, South Pasadena, CA

DULLAR CUMPARISIUN BEFORE & AFTER APRIL 1982 ELECTION COUNCILMAN DAVID MARGRAVE

BEFORE ELECTION	DOLLAR AMOUNT	AFTER ELECTION	DOLLAR AMOUNT
JULY 1980	*111.63	APRIL 1982	\$2,707.86
SEPT 1980	* 86.92	FEB 1983	\$5,406.9 3
OCT 1980	\$170.24	MARCH 1983	* 208.01
DEC 1980	*146.45	APRIL 1983	<pre># 479.21</pre>
JAN 1981	* 29.32	JUNE 1983	* 107.78
FEB 1981	\$480.00	AUG 1983	\$ 34.96
MARCH 1981	* 44. 93	SEPT 1983	\$ 119.58
AFRIL 1981	*445.6 9	NOV 1983	\$ 214.81
MAY 1981	\$ 30.65	JAN 1984	* 679.43
JUNE 1981	\$ 24.50	FEB 1984	\$ 3 6.5 0
JULY 1981	\$2 66. 09	MARCH 1984	\$ 184.O1
AUG 1981	* 25.25	APRIL 1984	\$ 51.51
SEPT 1981	#119.15	MAY 1984	* 127 . 54
OCT 1981	\$109.50	JUNE 1984	* 317.69
NOV 1981	\$172.39	JULY 1984	\$ 506.35
JAN 1982	\$ 21.73	AUG 1984	\$ 180 . 98
FEB 1982	\$205.24	SEPT 1984	\$ 660.69
MARCH 1982	\$ 5.36	NOV 1984	<pre>\$ 199.37</pre>
ELECTED 4/82			
	TOTAL.		TOTAL
	±2495.04		\$12,222.41
PRIOR MONTHS		JAN 1985	\$ 220.87
IN CITY VAULT		FEB 1985	* 76 1. 65
		MARCH 1985	\$1,386.76
			TOTAL
			\$2,369.76
			GRAND TOTAL
			*14,591.69

NOTE 3 MONTH TOTAL FOR 1985 IS ALMOST EQUAL TO THE TOTALS FOR 1980 THRU 1982!! ALL DOLLAR FIGURES PROVIDED BY FINANCE DIRECTOR KEIL'S OFFICE.(Mrs Frient). tate of Califorηia

r Political Practices Commission

P.O. BOX 807 · SACRAMENTO, 95804 · · · 1100 K STREET BUILDING, SACRAMENTO, 95814

(916) 322-5662

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echnical Assistance • • Administration • • Executive/Legal • • Enforcement • • Stotements of Economic Interest 322-6444

April 5, 1985

Ronald J. Einboden City Attorney for South Pasadena Oliver, Stoever & Laskin 1000 Sunset Boulevard Los Angeles, CA 90012

> Re: Your Request for Advice Our No. A-85-072

Dear Mr. Einboden:

I am in receipt of your letter requesting advice on behalf of Mr. Margrave. Because this agency does not administer Section 1090, et seq., of the Government Code, we will be unable to respond to your question with respect to those provisions of the law. That aspect of your inquiry should be addressed to the Attorney General.

Since receipt of your letter on March 25th we received a letter on March 28th from a Mr. Thomas Biesek of South Pasadena. I enclose a copy for your review and comment since it raises certain issues as to the facts underlying the request for advice. I await your response so that I may proceed with the analysis.

Sincerely,

Legal Division

REL:plh Enclosure

cc: Thomas Biesek

LAW OFFICES

OLIVER, STOEVER & LASKIN

MAR 23 54 MAPFESSIONAL CORPORATION

LOS ANGELES, CALIFORNIA 90012

(213) 250-3043

March 19, 1985

Ms. Barbara Milman, General Counsel Fair Political Practices Commission P. O. Box 807 Sacramento, California 95804

Re: Request for Advice Letter

Dear Ms. Milman:

THOMAS W. STOEVER

RICHARD LASKIN

WILLIAM B. BARR RONALD J. EINBODEN

CHARLES S. VOSE

CONNIE COOKE SANDIFER ROBERTA S. KALLAN

I am the City Attorney for the City of South Pasadena and would request an Advice Letter on behalf of City Councilmember, David L. Margrave as to whether there would be a conflict of interest pursuant to Government Code Section 87100 et seq. in the event the City of South Pasadena were to continue to purchase plumbing supplies and services from Mr. Margrave's corporation.

The facts are as follows:

- 1. Mr. Margrave became a councilmember in 1982.
- 2. Mr. Margrave and his wife are the sole owners of the stock of Morrow & Holman Plumbing, Inc., and became the owners of said corporation in approximately December of 1976.
- 3. The City of South Pasadena has been obtaining plumbing services and supplies from Morrow & Holman Plumbing for more than 50 years.
- 4. Morrow & Holman Plumbing continually furnished plumbing services and supplies to the City of South Pasadena, on a periodic or on an as required basis, since Mr. Margrave became the owner.
- 5. Plumbing services and supplies are purchased by the City of South Pasadena in accordance with its Resolution No. 5470, Purchasing Rules and Regulations, which resolution was adopted

OF COUNSEL: NORMAN G. OLIVER

OLIVER, STOEVER & LASKIN

Ms. Barbara Milman, General Counsel Page 2 March 19, 1985

by Ordinance No. 1779. Copies of these documents are attached.

- 6. Typically, purchases of services and supplies are made by City Staff members from known, available sources or, depending upon the dollar value, bids are obtained.
- 7. Neither Mr. Margrave nor the City Council is involved in the actual negotiation of these purchases.
- 8. If and when periodic purchases for supplies and services are made, the payment for these supplies and services is made by City warrant. Prior to payment of any City warrant, the Director of Finance submits to the City Council all warrants for a particular period of time. Typically, the City Council then votes, as a consent item, to approve the warrants unless one or more of the warrants are removed for special consideration by the City Council.
- 9. With respect to the dollar limits contained in Government Code Section 87103, it can be assumed that Mr. Margrave has a direct or indirect investment in the corporation worth more than \$1,000 and that the corporation is a source of income to him in excess of \$250 per year and that he is a director, officer and holds a position of management in the corporation.

If you require further facts concerning this request, kindly contact the undersigned. Also, would you confirm whether or not your Advice Letter addresses the provisions of Government Code Section 1090? It would be appreciated if you would furnish your Advice Letter at the earliest possible date.

Very truly yours,

Ronald A. Einboden

of OLIVER, STOEVER & LASKIN

RJE:mc Enclosures

cc: David L. Margrave, Councilman John J. Bernardi, City Manager

Conflict Issue FPPC Advice **Requested on**

By ALAN MALTUN, Times Staff Writer

SOUTH PASADENA-The state Fair Political Practices Commission has been asked by the city to decide whether City Councilman David L. Margrave's votes to approve more than \$14,500 in payments to his own plumbing company since his election in 1982 are in violation of state conflict-of-interest laws.

Margrave's relationship with the plumbing firm has been well known and his votes in connection with it were made on the advice of a former city attorney, both Margrave and other city officials reported. But at a recent council meeting Councilman Lee Prentiss questioned the votes and Margrave's doing business with the city.

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FPPC Advice Requested on **Conflict Issue**

By ALAN MALTUN, Times Staff Writer

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A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF SOUTH PASADENA ESTABLISHING PURCHASING RULES AND REGULATIONS

WHEREAS, the objectives of the following rules and regulations are to establish efficient procedures for the purchase of supplies, services and equipment at the lowest possible cost commensurate with quality needed, to exercise positive financial control over purchases and clearly define authority for the purchasing function;

NOW, THEREFORE, BE IT RESOLVED by the City Council of the City of South Pasadena that it does hereby adopt the following rules and regulations for the administration of the City purchasing system:

RULE I. DEFINITION OF TERMS

The following terms, whenever used in these rules, shall be construed as follows:

SECTION 101. "Agency" and "Using Agency": Any department, agency, commission or other unit of the City government which derives its support wholly or in part from the City.

SECTION 102. "Bidders' List": A current file of sources of supply of articles for each category of commodities repetitively purchased for City use.

SECTION 103. "Lowest Responsible Bidder": In addition to price, the "lowest responsible bidder" will be determined after the following factors have been considered:

- (a) The ability, capacity and skill of the bidder to perform the contract or provide the service required;
- (b) Whether the bidder has the facilities to perform the contract or provide the service promptly, or within the time specified, without delay or interference;
- (c) The character, integrity, reputation, judgement, experience and efficiency of the bidder;
- (d) The bidder's record of performance of previous contracts or services;
- (e) The previous and existing compliance by the bidder with laws and ordinances relating to the contract or service;
- (f) The sufficiency of the financial resources and ability of the bidder to perform the contract or provide the service;
- (g) The quality, availabiltiy and adaptability of the supplies, equipment or services to the particular use required;
- (h) The ability of the bidder to provide future maintenance and service for the use of the subject of the contract;
- (i) The number and scope of conditions attached to the bid.

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SECTION 104. <u>Open Market</u>: Pertains to put asses or transactions that are executed without recourse to formalized purchasing procedure.

SECTION 105. <u>"Purchases"</u>: Purchases of supplies, equipment and personal property shall include leases or rentals as well as transactions by which the City acquires ownership.

SECTION 106. "Purchase Order": A document which authorizes the delivery of specified merchandise or therendering of certain service and the making of a charge for them.

SECTION 107. "Requisition": A written demand or request from the using agency to the Purchasing Officer for specified article or service.

SECTION 108. "Responsible Bid": An offer, submitted by a responsible bidder to furnish supplies, equipment or services in conformity with the specifications, delivery terms and conditions and other requirements included in the invitation for bids.

SECTION 109. "Responsible Bidder": A bidder who submits a responsible bid and who is not only financially responsible, but is possessed of the resources, judgment, skill, ability, capacity and integrity requisite and necessary to perform the contract according to its terms.

SECTION 110. <u>"Services"</u>: Any and all services including but not limited to the following: the repair or maintenance of equipment, machinery and other city-owned or operated property; and towel cleaning services. The term does not include services rendered by City officers or employees nor professional and other contractual services which are in their nature unique and not subject to competition.

SECTION 111. "Specification": A formulated, definite and complete statement of what is required by the City of the vendor, in the way of composition, construction, utility, durability, efficiency, texture, shape form or dimension.

SECTION 112. "Standarization": The setting up of standards by which extent, quantity, quality, value, performance or service may be judged or determined.

SECTION 113. <u>"Supplies and Equipment"</u>: Any and all articles or things which shall be furnished to or used by any agency, including all printing, binding, or publication or stationery, forms, laws, journals and reports.

RULE II. ORGANIZATION AND ADMINISTRATION

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SECTION 201. "Who is the Purchasing Officer?": The Purchasing Officer is appointed by the City Manager, or, if no such position has been filled, he is the City Manager himself.

SECTION 202. "What is the Purchasing Officer's Responsibility?": The Purchasing Officer, in cooperation with all other City officers and employees is responsible for all purchases and contracts for supplies, services, equipment needed by the City of South Pasadena or any of its using agencies, subject to limitations imposed by the Code of the City of South Pasadena, these rules and other administrative regulations which may be promulgated for the internal management and operation of the purchasing system.

RULE III. OPEN MARKET PURCHASES

SECTION 301. "Competitive Bidding Required": All purchases of supplies, material, equipment and services shall be based whenever possible on competitive bids.

SECTION 302. "Limits on Open Market Transactions": If the amount of the expenditure is estimated to be less than Ten Thousand Dollars (\$10,000), the said order may be made in the open market, without observing the procedure prescribed in Rule IV.

SECTION 304. "Rejections and Awards": The Purchasing Officer may reject any and all bids or quotations or the bid for any one or more commodities or service and shall otherwise award all purchases, insofar as practicable, to the lowest responsible bidder.

RULE IV. FORMALIZED PURCHASING PROCEDURE

SECTION 401. "When Sealed Bids and Contracts are Required": Except as otherwise provided in these Rules or by Ordinance, notices of sealed competitive bids shall be required on all purchases exceeding Ten Thousand Dollars (\$10,000). Written contracts may be required when in the judgment of the City Manager the public interest is served thereby.

SECTION 402. "Soliciting Bids": One or more notices inviting sealed competitive bids shall be published in a newspaper of general circulation in the City, the first of which shall be at least ten days before the time for the opening bids. Such notice shall include a general description of the articles to be purchased, shall state where specifications may be secured and the time and place for a public opening of bids.

The Purchasing Officer shall, in addition, solicit sealed bids from all responsible prospective suppliers whose names are on the Bidder's List or who have requested their names to be added thereto. All pending purchases shall also be advertized by a notice posed on a public bulletin board in the City Hall.

SECTION 403. "Submittal of Bids": All such bids shall be sealed and submitted to the City Clerk and shall be accompanied by surety in such form and in such amount as specified in the public notice inviting bids or in the specifications referred to therein.

SECTION 404. "Opening of Bids": Sealed bids: shall be identified as bids on the envelope and shall be opened in public at the time and place specified in public notices. No bid shall be received or recognized which has not been delivered prior to the time so indicated.

SECTION 405. "Rejection of Bids": The City Council may reject any and all bids or the bid for any one or more commodities or contractual services included in the proposed contract, when the public interest is served thereby.

SECTION 406. "Awards": Otherwise the contract shall be awarded to the lowest responsible bidder and quality offered, delivery terms and service reputation of the vendor may be taken into consideration in determining the successful bidder. In the event there occurs a tie among bidders submitting the lowest contract bid prices, the City Council may accept the bid it chooses or accept the lowest bid made by negotiation with the tie bidders at the time of the bid opening.

SECTION 407. "Tabulation of Bids": Bidders may inspect all bids, whether on contract or open market orders or on purchases or sales, after reference to and tabulation by the Purchasing Officer.

SECTION 408. "Performance Bonds": Bond, with good and sufficient sureties in such amount as may be deemed adequate to insure performance of contract in the time and manner prescribed in said contract, may be required by the City Council provided, however, that the form and amount of the bond shall be described in the notice inviting bids.

When in the judgment of the City Manager, the public interest will be served thereby, such bond may also be given to save, indemnify and hold harmless the City of South Pasadena against all loss, damage, claims, liabilities, costs, expenses which may result from the performance of said contract.

SECTION 409. "Assignment of Contract": No contract awarded shall be assignable by the successful bidder without the approval of the City Council. In no event shall a contract or any part thereof be assigned to a bidder who has been declared not to be a responsible bidder in the consideration of bids submitted in response to advertizement for the particular contract.

RULE V. EXCEPTIONS

SECTION 501. The requirements of Rule III and Rule IV may be excused on any purchase as to which the City Council specifically excuses the whole or any part thereof.

RULE VI. PURCHASES AND SALES: GENERAL REQUIREMENTS

SECTION 601. "Purchase Orders": Except for "unforeseeable needs", "after hour" requirements or petty cash purchases, purchases of supplies, services and equipment shall be made only by purchase order.

SECTION 602. "Exemptions from Competitive Bidding": Purchases which by their nature are not adapted to award by competitive bidding need not be subject to competitive bidding requirements. Contracts for the services of individuals possessing a high degree of professional skill, for utility services and for the purchase of magazines, books and periodicals, are included within the meaning of this rule.

SECTION 603. "Bidders' List": The Purchasing Officer shall maintain a public list of prospective bidders for each class of commodities or services for which competitive bidding is required. This list shall show the names and addresses of prospective sources of supplies and services and shall include the manufacturer of such supplies or services in all instances in which said manufacturer or producer follows the practice of direct bidding in addition to or in lieu of bidding through a local wholesaler, distributor or representative.

SECTION 604. "Blanket Purchase Orders": As a convenience to using agencies, the City Manager may issue open-end or blanket purchase orders not to exceed a period of one year. These orders may be issued to local sources of supply from which frequent over-the-counter deliveries are secured. These purchase orders shall be reviewed annually, or more frequently, to determine their continuous necessity. In order to provide some measure of control over its use and to insure that departmental purchases are being duly authorized by department heads, an appropriate form may be prepared and issued by the Purchasing Officer.

SECTION 605. "Automobile Allowance": For transportation essential to the conduct of official city business, any city officer or employee, excepting those receiving a flat monthly allowance therefor, who, in the opinion of the City Manager is required to use his own automobile in the course of employment, shall be allowed automobile expense for each mile traveled at the rate of 20 cents per mile.

Provided, however, that any City officer or employee who has been furnished a City vehicle or receives a flat monthly allowance for the use of his personal automobile on City business shall be excepted from the provisions of this section; and provided, further, that the provisions herein shall not apply to expenses incurred for travel to destinations outside of Los Angeles County unless duly authorized by the City Manager.

SECTION 606. "Traveling Expenses": All officers and employees who shall have been duly authorized to travel in the performance of their duties or in attending any convention or meeting of any society, association or informal group at or in which representation or participation will be of benefit to the City, shall receive the amount of their expenses for transportation, meals, lodging and incidentals necessarily incurred thereby in addition to the compensation otherwise provided. No allowance shall be made for transportation between the home of any person and the place where such person is ordinarily required to report for duty. In case of any doubt as to the necessity for the incurring of any expense, the City Manager shall determine whether such necessity existed and may allow, reject or modify any claim or any item or items thereof. All expenses

shall be audited and paid as are other claims against the City and the City Manager may prescribe and provide forms to be used in making such claims and may in any case require receipts or other evidence of payment of the amounts claimed by the party entitled thereto.

RULE VII. SALVAGE

SECTION 701. "Disposal of Surplus Supplies and Equipment": The Purchasing Officer shall dispose of all unusable or surplus materials, commodities or equipment. Unless he shall transfer such property to another using agency, he shall have authority to sell such supplies and equipment or to exchange the same for or trade in the same on, new supplies and equipment. Such sales shall be made pursuant to Rule III or Rule IV of these Rules, whichever is applicable.

SECTION 702. "Reporting Salvage": When any using department determines that any materials, commodities or equipment owned by the City are salvage, this fact shall be reported to the City Manager. At such time as a periodic physical inventory is required by the City Manager, the using department shall make a segregation of all possible salvage materials, commodities or equipment and a report thereof shall be furnished to the City Manager for the control of sale of such goods.

SECTION 703. "Custody of Salvage": The using department shall retain custody of such proposed salvage in such manner and at such place as the City Manager shall direct, until final disposition shall have been made. No using department shall in any event permit any such materials, commodities or equipment to be loaned, destroyed or otherwise removed from the City's custody without the prior official approval of the City Manager with respect thereto.

RULE VIII. EMERGENCY PURCHASES

SECTION 801. <u>"Emergency Conditions"</u>: While the need for occasional emergency purchases is recognized, the practice must be curtailed as much as possible by anticipating needs so that the normal purchasing procedure utilizing bidding may be used.

An emergency shall be deemed to exist if:

- (a) There is a great public calamity;
- (b) There is immediate need to prepare for national or local defense;
- (c) There is a breakdown in machinery or an essential service which requires the immediate purchase of supplies or services to protect the public health, welfare or safety;
- (d) An essential departmental operation affecting the public health, welfare or safety would be greatly hampered if the prescribed purchasing procedure would cause an undue delay in procurement of the needed item or service.

SECTION 802. "Limits of Emergency Purchases": In case of an emergency which requires immediate purchase of supplies, equipment or services, the head of any using agency may, with approval of the Purchasing Officer or the City Manager, purchase directly any supplies, equipment or services in the amount of \$5,000 or less. The head of such using agency shall, not later than the next regular business day thereafter, submit to the Purchasing Officer a requisition, a tabulation of bids received, if any, a copy of the delivery record and a full written report of the circumstances of the emergency. The report shall be filed with the Council and shall be entered in the minutes of the Council.

PASSED, APPROVED AND ADOPTED this 5th day of December , 1979

Mayor, City of South Pasadena

ATTEST:

City Clerk, City of South Pasadena

I HEREBY CERTIFY that the foregoing resolution was adopted by the City Council of the City of South Pasadena at a regular meeting held on the 5th day of December , 1979 by the following vote of the Council:

AYES: Councilmembers Knowles, Arnold, Simmons, Swan and Mayor Shaw

NOES: None

ABSENT: None

City Clerk, City of South Pasadena

AN ORDINANCE OF THE CITY OF SOUTH PASADENA ADDING NEW SECTION 2.99-29 TO THE SOUTH PASADENA CITY CODE RELATING TO PURCHASING

THE CITY COUNCIL OF THE CITY OF SOUTH PASADENA DOES ORDAIN AS FOLLOWS:

SECTION 1. Article XIV and Section 2.99-29 of the South Pasadena city code is hereby added to read as follows:

Article XIV Purchasing. Section 2.99-29. Rules and Regulations establishing the purchasing procedures for the City of South Pasadena as set forth in Resolution No.5470 are hereby adopted.

SECTION 2. The City Clerk of the City of South Pasadena shall certify to the passage and adoption of this Ordinance and to its approval by the Mayor and shall cause the same to be published and circulated in the City of South Pasadena.

APPROVED, PASSED AND ADOPTED this 19th day of December 1979.

Mayor, City of South Pasadena

ATTEST:

WILL 10 1 198 166

City Clerk, City of South Pasadena

I HEREBY CERTIFY that the foregoing Ordinance was adopted by the City Council of the City of South Pasadena at a regular meeting held on the $\underbrace{19th}_{}$ day of $\underbrace{December}_{}$, 1979 by the following vote of the City Council:

AYES: Councilmembers Knowles, Arnold, Simmons, Swan and Mayor Shaw

NOES: None

ABSENT: None

City Clerk, City of South Pasadena

-Tile 1329-D



on Question of Interest Conflict

Continued from Page 1

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